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ABSTRACT

Kentucky is a state of extreme contrasts in virtually every area of human endeavor. Although it is a southern state, its black population is small and growing very slowly. The rich and the poor people are unequally distributed throughout the state. Because only half of the adults possess a high school diploma, one can assume that many Kentuckians are not avid readers, and only 57 percent vote in national elections. Politics have been localized, and schools have played the role of providing jobs for politicians. That era is coming to an end in most of the state, but the problems of an educational system heavily political in nature remain. While higher education has expanded and diversified in the last decade, the next decade will see further growth in adults returning for additional education, plus the possibility of increasing the percentage of Kentucky youth who graduate from high school. The ultimate cause of Kentucky's problems is rural poverty. A systematic attack on this issue (pulling together local, county, and state leadership) through a strategy focused on early childhood preschool programs would have the best chance for success. (24 references) (KM)

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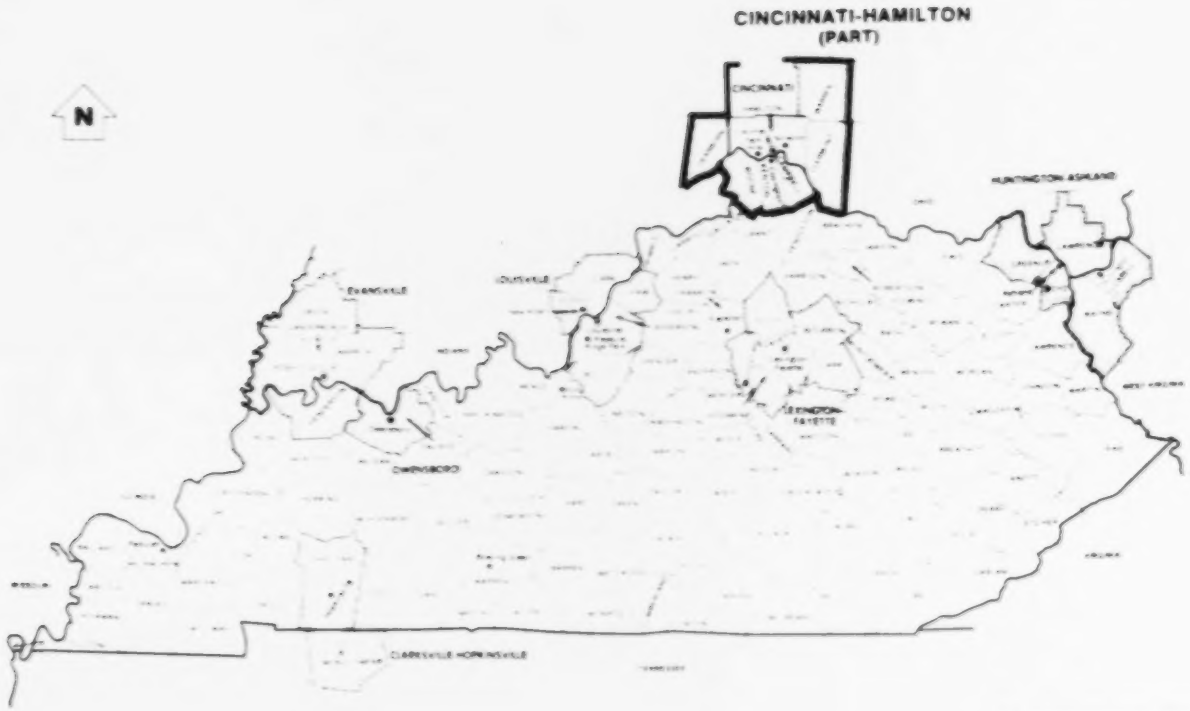

THE STATE AND ITS EDUCATIONAL SYSTEM

BY HAROLD L. HODGKINSON

EA 021 765

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Louise Clarke, Chief Administrative Officer at IEL, has become indispensable in her excellent handling of the manufacturing process of this report, while Tony Browder's graphic designs have been a vital part of the publication.

Errors of fact and interpretation, however, remain the responsibility of the author.

Harold L. Hodgkinson
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COVER NOTE:

This unusual map of Kentucky shows how the state looks demographically. The thick lines indicate metro areas, where only 45 percent of Kentucky's residents live. Of the seven metro areas, five are shared with another state, a constant problem. (Eighteen percent of Cincinnati is in Kentucky!). "People maps" like this one are becoming increasingly important tools for planners, politicians and marketers—even to educators!

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KENTUCKY:

THE STATE AND ITS EDUCATIONAL SYSTEM

HAROLD L. HODGKINSON
Senior Fellow, IEL

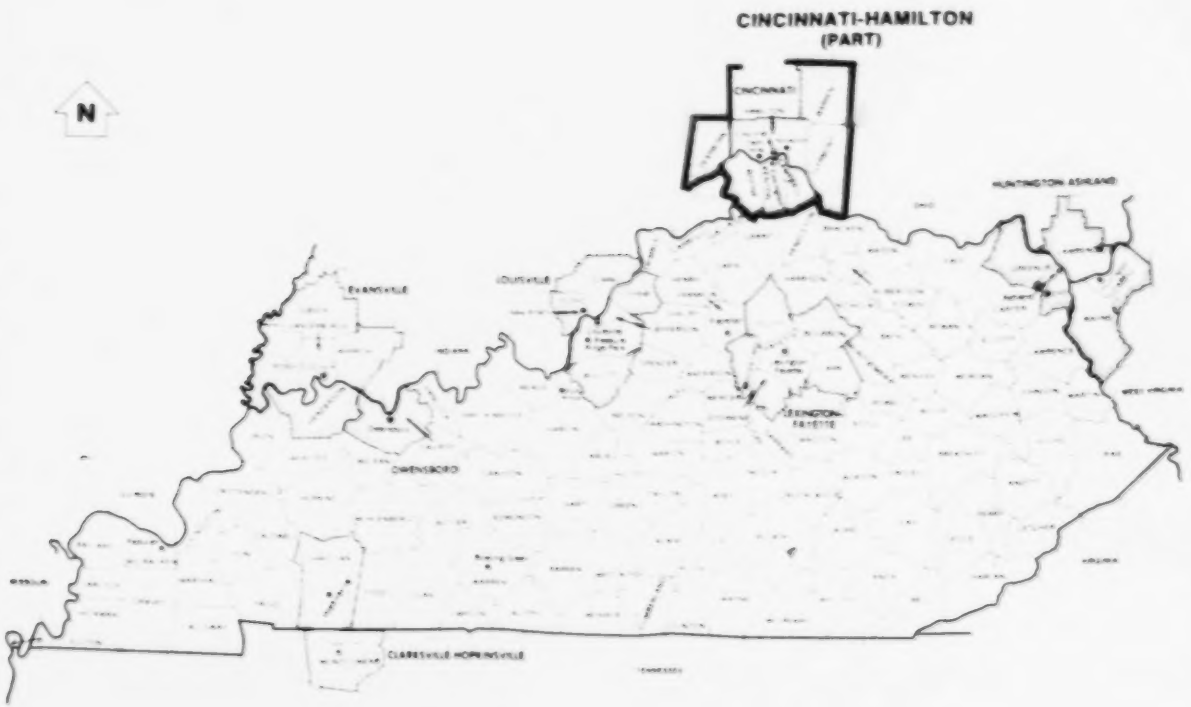
KENTUCKY—THE STATE AND ITS EDUCATIONAL SYSTEM

When we think of Kentucky, we think of race horses, bourbon, basketball, mint juleps and tobacco, and we are correct. It is a state of extreme contrasts—beautiful and ugly, rich and poor, advanced and behind. Although it is a low profile state today, it was The Golden West of earlier times. But who would think of Kentucky as having more miles of waterfront shoreline than any state except Alaska? As the state with the largest man-made lake? As the state that, through the efforts of John Filson, built up a local character named Daniel Boone into a major figure, in order to sell Kentucky real estate?

As the state which has created more counties than any other states except Texas (256), Georgia (158) and Virginia (136)? (120 counties have been established in Kentucky.) Because of the difficulty of the terrain, small counties made sense—and a large number of very small county school systems followed. In large parts of Kentucky, the public schools are still the largest employers in the county. Kentucky politics has a distinctly *local* flavor for this reason, and political patronage has existed in local schools because schools meant jobs. Having 120 counties (California has only 55, New York 62) makes the state difficult to govern; it is hard for Kentucky to "get its act together."

One look at the map below, and a basic truth about Kentucky should leap out at you—like all Appalachian states, Kentucky's metropolitan areas are shared with neighboring states rather than being self-contained within the state's boundaries. The largest metro area in Kentucky is Cincinnati-Hamilton, which is 18 percent in Kentucky! Even in the Louisville metro area, only 83 percent of the population is in Kentucky, while the fastest growing metro, Clarksville-Hopkinsville, is primarily in Tennessee. Five of the seven metropolitan areas in Kentucky are shared with another state. In addition, only 45 percent of Kentucky's population lives in metropolitan areas, suggesting a very rural state. One can readily see from this analysis why states in the Southeast have had to work together, through interstate compacts and regional planning commissions. The benefits of cooperation are obvious in this part of the U.S.

With this as background, let's look at some basic data describing Kentucky:



KENTUCKY PROFILE

1970 Population	*	3,220,711	
1980 Population	23rd	3,660,000	
1990 Population (Projected)		4,073,400	
1980 Black Population	22nd	259,477	7.1%
1987 Black Population	*	275,940	7.3%
Hispanic Population	36th	27,406	
Born in another country	49th	*	0.9%
Born in another state	49th	*	20.6%
Percentage of Population over 65	26th	11.2%	
Percentage of Population under 18	14th	29.6%	
Median Age	34th	29.1 years	
1987 Median Age	*	31.0 years	
Adults completed high school	50th	51.9%	
Adults completed college	48th	11.1%	
Married couple households	4th	65.4%	
Owner-occupied housing	15th	70%	
Median household income	45th	$13,965	($21,160 in 1987)
Women in the labor force	49th	43.6%	
Housing value	47th	$39,400	

*Data Not Available

From this analysis, some things are very clear. Given the very small number of people who move to and from the state, tomorrow's Kentucky is clearly today's Kentucky if you wait a bit. Education becomes a vital matter here, as the kids in school will actually become tomorrow's Kentucky voters, workers and consumers. (In Nevada, 70% of tomorrow's adults will be different people than the school population; in Kentucky about 80 percent of tomorrow's adults will be *today's* Kentucky school kids.) In addition, minority populations in Kentucky are small, and the percentages are even smaller. The growth of the black population in Kentucky is very slow, making it difficult for blacks to move into political leadership, as well as difficult to start small businesses, the two classic routes to minority progress in the United States. Population pressures *do* translate into political pressures through time, as we are now seeing with Hispanic and Asian Americans. It must be said, however, that the major issue in Kentucky is not ethnic relations, which have been good through the years. *The* issue is white and black rural poverty, one of the most intractable problems in America, often ignored by the current concern with urban poverty.

Levels of education in Kentucky are very low, as the need for a well-educated workforce was not great, as we shall see. Only about half of the adult population has a high school diploma, and one in about ten has a college degree. Today, however, it is clear that many of the industries which undergird Kentucky's economy will have to have smarter workers to compete in the future. To complicate the picture, a number of workers in newly created service jobs will need fewer skills.

Although Kentucky currently has a large percentage of young people in its population, (the Baby Boom was a strong force in this state), they move rapidly into their late thirties by 1990, while the elderly population increases at a slower rate, and the college age population declines. A very small increase in very young children will cause scattered increases in elementary schools, even while high school numbers decline for a couple of additional years. Kentucky will be faced with a gradual increase in services for the elderly in the future, which will increase as the large number of Baby

Boom adults, now in their middle years, begin to retire around the turn of the century. The large number of today's Kentuckians in their late thirties and early forties need promotions and increased income, as their responsibilities are generally increasing. It is questionable whether Kentucky's economic system can meet these expectations.

The social values of Kentucky are traditional—women are not supposed to work outside the home. The notion that people should live in homes they own and share the house with a person they're married to is still alive and well in Kentucky. However, without two incomes, few American families can live a middle-class life today, resulting in very low Kentucky household income figures. Because of the small number of new people entering the state from other states, countries, regions and ethnic backgrounds, the tolerance for diversity in Kentucky has declined as an economic necessity as it has increased in some other states. (Remember that Kentucky was the "Golden West" in the 18th Century.) Partly as a result, poverty is high in Kentucky, 14.8 percent of the total population in 1980, 21.2 percent of school age children, almost 30 percent of all children (the poorest are the youngest). Unemployment, very high in certain parts of the state, has helped to keep income down.

Before moving to an analysis of the Kentucky educational system, let's take a deeper look at Kentucky jobs and industries. The following table shows first the percentage of all Kentucky workers in each area; second, the workforce compared to national norms, assuming 100 as the median for the nation:

JOBS IN KENTUCKY

	% OF WORKERS	U.S. INDEX
AGRICULTURE, MINING, FORESTRY, FISHING	8.5%	213
CONSTRUCTION	6.1%	103
MANUFACTURING	22.5%	100
TRANSPORTATION, COMMUNICATION	7.3%	100
RETAIL, WHOLESALE	20.2%	99
FINANCE, INSURANCE, REAL ESTATE	4.6%	77
BUSINESS, REPAIR, PERSONAL SERVICE	6.8%	81
PROFESSIONAL SERVICES	18.9%	93
PUBLIC ADMINISTRATION	5.1%	96

Although the state is *much* too dependent on agriculture, mining, forestry and fishing, this profile suggests some optimistic aspects of Kentucky's future, particularly in terms of diversification, or the number of arrows in the state's economic quiver. First of all, construction is a very good predictor of future economic growth (it's hard to imagine a state with a growing economy and *declining* construction industries), and this indicator signals some signs of future growth, even though a fair number of construction workers are unemployed in the state. In addition, the economy shows more balance than most other Appalachian states. The only weak side is in the high end of the services sector—especially financial services, business services, real estate, technical services, etc. This is the part of the American service economy that is growing in terms of well-paying, middle-income jobs. Even professional services are about at the national norm, although the *distribution* of professional workers throughout the state is not at all even, meaning that quality of life is undermined in some areas due to the lack of professional services in that part of the state.

Kentucky will add jobs in the future, but the concern should not just be with job creation but with pay levels and advancement potential as well. The low end of the

service economy is increasing fast, and a large fraction of these jobs pay minimum wage with virtually no advancement. *This* is why last year, 3.4 million Americans worked full-time yet were eligible for poverty programs. This part of the economy is alive and growing in Kentucky:

WHO DOES WHAT IN KENTUCKY?
(Total Kentucky Workforce—1,338,000)

Accountants and auditors	10,400
Engineers	13,300
Doctors	4,900
Dentists	1,300
Lawyers	5,300
Computer programmers	2,200
Secretaries	46,500
Fast food workers	60,600
Janitors	39,900
Assemblers	30,600

The jobs at the bottom of the column are increasing in terms of new jobs created far more frequently than jobs at the top. We give much attention to the education of the future computer programmer, but virtually none to the future cashier, even though there are about 18 new jobs for cashiers for every new job for a computer programmer in the U.S. at present. How can we stimulate the economy to create more well-paying, interesting jobs in the services? No one seems to know. One thing that *is* known is that big companies lose more jobs than they create. The typical new job entering the economy is located in a small business. In this regard, the deliberate encouragement of small business starts in Kentucky, from basic management start-up training to venture capital formation, becomes a very desirable activity for Kentucky, along with the "Toyota Strategy." The fact that Toyota will open a plant in Kentucky, adding jobs, spin-off companies that will provide related products and services, and cultural diversity, is an optimistic sign, especially if Kentucky can improve on the experience of Tennessee and other states.

KENTUCKY PUBLIC SCHOOLS PROFILE

	1970	1982	1984
ALL	717,000	651,000	644,421
9-12	204,000	194,000	193,310
K-8	513,000	458,000	451,111
PRIVATE SCHOOL ENROLLMENT (1980)		69,728	
	1973		1985
PER-PUPIL EXPENDITURE	$ 790		$ 2,853
TEACHER SALARY	$8,891		$20,940
STUDENT TEACHER RATIO (1985)		19.2 to 1	
POVERTY (age 5-17)	21.2%*		
HANDICAPPED	11.5%		
GIFTED	2.9%		
MINORITY (1984)	11.0%		(10.6% Black)
RETENTION TO HIGH SCHOOL GRADUATION	44th		66.9%
FUNDING % FOR EDUCATION	1973–74		1985–86
FEDERAL	7.0%		3.7%
STATE	38.4%		58.2%
LOCAL	54.6%		38.1%

* U.S. children age 5–17 in poverty–15.3%. All U.S. children in poverty–24% (1985).

Although education is an important component of every state, it seems particularly crucial for Kentucky's future, for the reasons we have stated. Let's now take a look at the public school system for the state.

We see a portrait of a state with declining youth populations which have bottomed out and which will see some expansion in the elementary grades, but slowly. (First grade enrollments were 55,210 in 1984, 55,543 in Fall,

1985). Private schools play an important role in Kentucky, but nationally such schools represent about 12 percent of total enrollments and in Kentucky about 10 percent. While per pupil expenditures appear to have increased substantially, in terms of *constant* dollars there has been no increase to speak of—the U.S. average for expenditures was $3,677 in 1985-86. Teacher salaries nationally are now at $25,257.

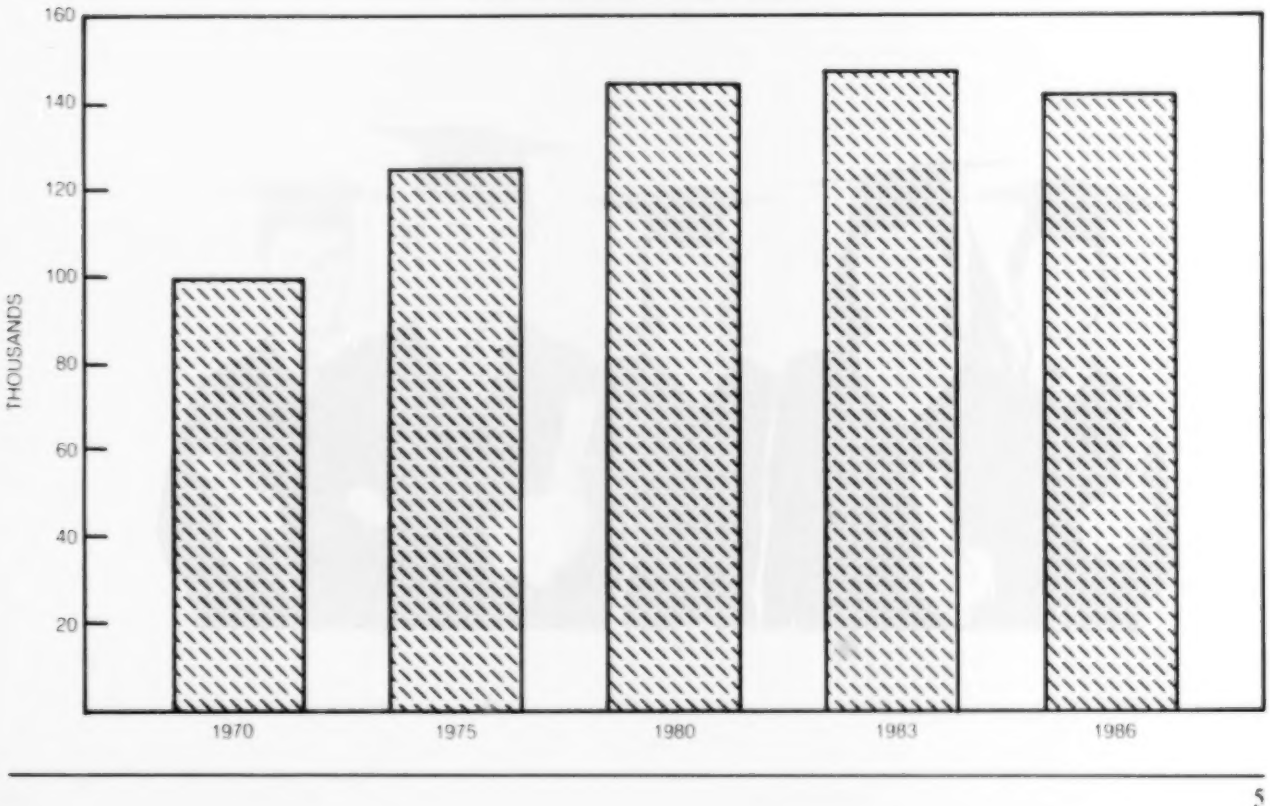
Minority populations in Kentucky are extremely small, particularly for the Southeast—minority students are approaching 30 percent in 1987 in the country, only 11 percent in Kentucky. The Kentucky minority population is almost entirely black. Youth poverty in Kentucky is both whites and blacks. Estimates of the 3 and 4 year-olds in Kentucky in 1983 found 31 percent of them below the poverty line, compared with 25 percent in the U.S. If one adds the poor kids (30%) and the black kids (11%) and the handicapped kids (11%), even with the duplication in the groups, it is entirely safe to say that more than one-third of Kentucky's little children have the cards stacked against them, and that rural poverty for kids is not bound by race. There are clearly "two Kentuckys." Poverty is concentrated in the rural eastern portion of the state, especially the Fifth and Seventh Congressional Districts. Recent efforts at bootstrap operations in the Fifth District are very encouraging, as people take control of their own destiny.

Programs like Head Start that focus on early childhood development seem essential in Kentucky, even though many in the state claim the lack of resources for such programs. Early childhood programs seem expensive, but this cost is nothing compared to *not having* such programs. Eighty percent of America's prisoners are high school dropouts, and each prisoner costs over $20,000 to maintain for a year. One prisoner in jail for five years takes the resources that would put *40* children through a Head Start program!

Our table also shows that more funds are coming from state sources in Kentucky, and a declining percentage from counties and school districts. School funding has been a tough issue in Kentucky for years—in 1987, 66 rural school districts sued the state to provide more equitable funding, an issue with a very ambiguous history in educational case law. The state sales tax could provide a base for this equity, but a large number of exemptions keep the total funds down. The lottery might help, but Kentucky has a projected shortfall of approximately $450 million in the next two years.

Governor Collins was clearly an education governor, and she has been effective in raising consciousness about this issue. In addition, the 1985 special session of the legislature *did* pass some reforms, including kindergartens, training for school administrators, class size reduc-

KENTUCKY HIGHER EDUCATION ENROLLMENT, 1970—1986



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tions and improving teacher salary. In a state with a new governor every four years, and an elected superintendent of public instruction, there is little continuity in education—it is clear that Governor Wilkinson will not have to abide by the efforts of Governors Collins or Brown. Indeed, even before he is elected (this is written on the day of his election) his interest in magnet schools and "excellence" would take the state in very different directions. Almost any serious educational changes take more than four years to pull off, and Kentucky seems never to have more than four years. The best antidote is local citizen concern and empowerment. That, fortunately, is beginning to develop around the state.

Like other states with large Baby Boom populations, Kentucky higher education has had to run to keep up, by adding community colleges, upgrading existing colleges and universities, and adding new professional schools. But that era is now over, as enrollments show:

Total Enrollment
Kentucky Higher Education
1970-1986

1970	*1975*	*1980*	*1983*	*1986*
98,591	125,253	143,066	146,503	141,875

In line with our earlier point about race relations, it is interesting to observe that blacks are represented in Kentucky higher education by about 8 percent of total registrations in 1984, almost their percentage of the population as a whole. If proportional representation in higher education is a goal, it is hard to fault Kentucky in this area, except for the American Council on Education report indicating that the number of black students attending four-year institutions in Kentucky has declined from 6,800 in 1980-81 to 6,000 in 1984.

Overall, however, the era of Baby Boom enrollment increases has come to a halt, and further declines can be anticipated in "conventional age" higher education enrollments, until close to the year 2000. (On the other hand, if secondary schools improved their graduation rates, more of the 40,000 high school seniors each year might go on to attend college, and the 40,000 could be pushed to 50,000 seniors by retaining more students in the public schools.)

At the present, adults in Kentucky are seeking further education as never before, as new job opportunities expand. The Kentucky Literacy Commission reports that in the first six months of 1987, 8,105 Kentuckians received their G.E.D. certificates. Adults represent the major source of enrollment expansion in higher education in the next decade, and there is evidence that this is happening. The Council reports public enrollments in higher education up from 116,346 in 1986 to 124,932 in 1987 (preliminary estimate).

About 5,000 students from Kentucky schools leave the state to go to college in other states each year, while about 7,000 students come to Kentucky's colleges and universities from another state, as of 1984. Although many higher education leaders in Kentucky are very critical of the "raw material" that comes from Kentucky's schools, the actual scores on ACT tests of entering Kentucky freshmen are not bad—17.9 for the class of 1985, a little ahead of Oklahoma and Alabama, one point behind Michigan. (These tests should be taken with many grains of salt as good indicators of college performance, but they are one of the few single-score barometers we have.) In this regard, Kentucky higher education is really not being held back by the quality of entering students.

Kentucky's 58 institutions of higher education (as of 1986) enroll about 116,000 students in public institutions, and 20,000 in independent ones. As in other states, independent enrollments in Kentucky fell from 27 percent in 1967 to 16 percent in 1984, which sounds rather dramatic. But looked at in terms of actual numbers of people, independent enrollments only dropped during that period from 24,125 to 22,578, hardly the end of the world. Some *stability* in the system is provided by the independent enrollments, as public institutions absorbed most of the increased youth "supply" during the 60's and 70's. Some public institutions seem to have bottomed out on enrollments and are beginning to show increases. The state's 14 community colleges have potential for further growth given their 1985 enrollment level of 23,767 and 1986 enrollment level of 25,569.

As we said at the beginning, Kentucky is a state of contrasts. In any such state, state averages may hide as much as they reveal. For example, retention to high school graduation in many Eastern counties in Kentucky may run around 25 percent, while around Lexington it may exceed the national rate of 73 percent. Similarly, childhood poverty is *uniquely* concentrated in the eastern third of the state. In this area of the state, schools have meant *jobs*, and thus the performance of the schools was based, at least in part, on their ability to provide jobs for politically important people in the counties. This same orientation has been traditional in state politics as well, in that the political process was used as a major source of jobs. Kentuckians love their politics—elections are held every year, and Kentucky politicians can literally spend almost all of their time running for office. (With a new governor every four years, one of the major entertainments, at county and state levels, has been elections. The coal, horse, whiskey, transportation and oil interests are still alive and well, and the state legislature as well as Washington, D.C., are well aware that tobacco is grown in every one of the state's 120 counties.)

Although the political system and the spoils system have been very well coordinated in the past, the state has fairly recently been dotted with excellent reports on Kentucky's future, put together by a large band of Kentucky's public spirited citizens as well as governmental units. They range from the two major reports of the "Prichard Committee," *The Path to a Larger Life*, and *In Pursuit*

of Excellence, through the excellent papers from the Shakertown Roundtable, the well done *Strategic Plan for Higher Education in Kentucky, 1985*, the fascinating symposium on the information age, *21st Century Resourcefulness*, and the comprehensive analyses of teacher education, vocational/technical education and special education in Kentucky. This is not a complete list, but the quantity and quality of reports analyzing Kentucky's educational problems and the alternative solutions thereto is simply amazing.

With this relative abundance of analysis and urgent recommendation, the reports have not immediately initiated action at the state, city or county levels, although the actions of the Prichard Committee, Kentucky Advocates for Higher Education and many other groups have had significant local and regional support during 1987. This comes at a time when other southeastern states were engaged in major educational reform and upgrading efforts, best symbolized by Mississippi's decision to promote kindergarten statewide, even though they did not have the funds in hand when the legislature passed it. Other states have accomplished change through exceptionally able governors and the knowledge that educational improvements take time to implement, certainly major factors in the successes of Governors Hunt, Alexander and Clinton, to name but a few.

Governor Collins has clearly focussed Kentucky's attention on specific educational reforms and has carried some to action. Yet as this is written, Mr. Wilkinson, a self-made millionaire and newcomer to politics, has just been elected Kentucky's governor by a landslide. It is not clear what the new governor will do—he may move far from the reforms already developed in the past. And herein lies the problem—Kentucky gets a new set of educational clothes at least every four years, before the old set is properly broken in.

There are many recent efforts to involve Kentucky's citizens in grass roots discussions of educational issues, including the 1984 Town Forums that involved about 20,000 Kentuckians in 145 communities, and the recently established Kentucky Center for Public Issues, and some of the activities of the Shakertown Rountable, to name a few, and there is some significant local action, especially in the Fifth District. But successful change requires a sense of a larger political commitment than the county. Local leaders must feel that their efforts are congruent with, and supported by, state leadership. It is this sense of *partnership* across governmental levels that is so difficult to pull off in Kentucky. Yet, given the particular qualities of the state we have described, it is difficult to imagine major educational improvements in Kentucky through action in a few local communities. The state *must* get its act together on the education agenda.

GENERAL CONCLUSIONS

Kentucky is a state of extreme contrasts in virtually every area of human endeavor. Although it is a southern state, its black population is small, and not growing rapidly. There are rich people and poor people, unequally distributed throughout the state. The state does not seem to possess the middle-class majority that so dominates life in most other states. If only half of the adults possess a high school diploma, one can assume that many Kentuckians are not avid readers, and only 57 percent vote in national elections. Because Kentucky ranks 49th in people born in another state, change must come through the *existing* Kentucky population—today's Kentucky kids will, more than in any other state but one, become tomorrow's Kentucky adults. Yet one-third of today's youth in that state face adult life without the advantage of a high school diploma. Although higher education has expanded and diversified in the last decade, the next decade will see further growth in adults returning for additional education, plus the possibility of increasing the (low) percentage of Kentucky youth who graduate from high school. What follows are some suggestions for this very complex state:

1. The state has been studied and analyzed virtually to death. These reports are of excellent quality, and present both an excellent analysis of Kentucky's problems and some good proposed solutions. In 1987, some parts of the state are organizing to improve education. Some reforms have been proposed by Governor Collins and passed by the legislature. However, these reports and reforms are *segmented* to one area of education, one area of employment, etc. The state does not have a single document which represents the state's consensus on priorities for action. Each segment plans its own future, with not enough concern for the entire state's needs. It seems important that energy be focussed on action programs for the next decade, making use of the many fine analyses already completed.
2. There is one condition which consistently dominates the thought of anyone who looks at Kentucky—*rural poverty*. Behind the low ratings on adult educational attainment, low high school graduation rates, and difficulty in finding skilled workers, one finds this as a root problem in the state. Rural poverty is one of the least understood and most intransigent problems around, although programs like "Forward In The Fifth" show some promise. One reason is that some rural citizens are not sure how good an educational system they really want, as if their kids get too educated they might leave home, etc. Another is the very large number of counties.

   The approach which has the best chance of making a long term difference is a stress on *early childhood programs of the Head Start variety*. Age six is too late, according to most of the evidence. Programs for four and five year-olds, especially those emphasizing parent participation, have an excellent track record, even though high school achievement does not increase until these four year-olds get to be seventeen, and Kentucky politics may not wait for thirteen years. To focus mainly on high school improvements when so many kids are entering kindergarten "at risk" doesn't make much sense. An early childhood program would, however, pay off in improved elementary school achievement scores in a few years, so that politicians could point with pride to a new cohort of kids moving through the system without the crippling disadvantages that held back their elders. Every year, the state could look forward to increased performance at the next grade level, as well as all the earlier levels behind that first group.

   Higher education must push on with the new and better programs for traditional aged and adult students. But it can also support more successful elementary and high school programs and train better teachers.
3. All the parties at interest would have to get behind a program like this. Higher education would have to publicly support programs of early childhood education as a major solution for the long term. To the charges that such a program would be expensive, one can only answer that the *absence* of such a program would be ten times as expensive, in terms of jails to be built, poverty handouts, drug clinics, etc. Remember that 80 percent of prisoners are high school dropouts, and that the costs of one prisoner for five years would fund *40* kids in pre-school programs. What's more expensive, the prisoner or the 40 kids?

To sprinkle a few drops of resources on all areas that have need would simply be to grow a weak crop, once again. It is unlikely that the new governor would be so radical in his approach—he is more likely to reward the small number of "excellent" schools with increased funding, leaving the larger issues we have discussed relatively untouched. Higher education in Kentucky has supported public schools in the past, and hopefully will see such a targetted effort as being in its long-term interests. But when one sees distinguished business leaders testifying in Washington on the vital importance of Chapter One legislation supporting anti-

poverty activities for young children, one has hope. The state has had enough segmented analysis and planning plus a good start at grass roots activity—it is time to think about a strategy for the state's future. That strategy must have a clear focus, as Kentucky dollars are precious. What is proposed here has worked in other states, and can work in Kentucky.

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KENTUCKY—SUMMARY OF MAJOR POINTS

1. Kentucky is the quintessential contrast state—rich and poor, beautiful and ugly, peaceful and violent, advanced and behind. The people who live there were born there, meaning that in Kentucky, more than almost any other state, today's kids will be tomorrow's adults. Given that only half the adult population has a high school diploma, and that poverty among Kentucky children runs rampant, education is *the* critical lever for the state to use in improving its future.
2. Kentucky, for geographical and other reasons, has 120 counties, the fourth highest number in the nation. Politics have been localized, and schools (still the largest employer in many counties) have played the role of providing jobs for politicians. That era is coming to an end in most of the state, but the problems of an educational system heavily political in nature remain.
3. Another problem is that five of Kentucky's seven metropolitan areas are shared with another state, a fairly common situation in Appalachian states. (Indeed, the largest metropolitan area in Kentucky is Cincinnati–Hamilton!) Thus, Kentucky needs to work with surrounding states to a very high degree.
4. In Kentucky, blacks are only about 7 percent of the state's population, very low for a southeastern state. Low educational performance can definitely not be blamed on the state's minorities alone. (Actually, higher education admits black students proportionately to their percentage of the population, and race relations have been good for the most part.) Although research indicates that social class is more important than race in predicting achievement, it takes a state like Kentucky to demonstrate that principle in terms of rural poverty.
5. Kentucky has jobs, but they are not located where people are. In addition, many of them pay very little. Kentucky's new Toyota plant is a significant step in the right direction. In addition, Kentucky needs to generate a large number of small businesses which would in turn develop well-paying jobs in both services and in certain manufacturing areas. There is a need for additional jobs, but these need to be middle income, and need to be located where they will do the most good, particularly in the Fifth Congressional District. There is more potential in the Kentucky economy *outside of Louisville and Lexington* than most Kentuckians will admit.
6. Kentucky has developed, over the past few years, a variety of excellent studies of the state, particularly its educational system. In 1987, the state is beginning to develop local responses to these issues, but the new Governor can take the state in totally new directions in education.
7. There is a root cause of Kentucky's problems—rural poverty. A systematic attack on this one issue, pulling together local, county and state leadership, and working through a strategy focussed on early childhood preschool programs, would have the best chance for success.